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SUBJECT: 2009-2010 INTERNATIONAL NARCOTICS CONTROL STRATEGY REPORT  
(INCSR) PART I, DRUGS AND CHEMICAL CONTROL - ESTONIA

REF: STATE 097728; TALLINN 310

¶1. (U) The following is Embassy Tallinn's submission for the 2009 - 2010 (EUR) International Narcotics Control Strategy Report (INCSR) Part I, Drugs and Chemical Control.

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¶I. SUMMARY  
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¶2. (U) The seizures of large amounts of narcotic substances, detection of drug trafficking conspiracies, destruction of drug labs, as well as arrests of record numbers of Estonian drug traffickers abroad indicate drug production and transit activity are ongoing in Estonia. It is also an indication of the success of counternarcotics efforts by Estonian law enforcement agencies. Except for the higher HIV-infection rate among intravenous drug users, the drug situation in Estonia is similar to that in other European countries. Estonia is a party to the main international drug control conventions, including the UN Convention Against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (1988).

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II. STATUS OF THE COUNTRY  
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¶3. (U) Trimethylpentanyl- an opiate-synthetic drug mixture called "Afghan" - and heroin continue to be Estonia's most popular illegal narcotics in 2009, but also ecstasy, amphetamines, gammahydroxybutyrate (GHB), cannabis and poppy are available in Estonia. According to the field workers of non-governmental organizations (NGO) working at needle exchange points, most narcotic and psychotropic substances are available in Estonia. In 2009 Customs confiscated at the border 8.8 kg of liquid phenylacetone (P2P) of Russian origin hidden in car parts. Although P2P is a precursor for both amphetamine and methamphetamine, according to the police over the past few years there has been no evidence of methamphetamine production in Estonia. Also according to field workers of harm reduction NGOs, methamphetamine is not popular among Estonian drug users. Amphetamine, however, is produced in Estonia.

¶4. (U) Detection of four drug labs, frequent arrests of drug traffickers at the border and seizure of precursors indicate Estonia's involvement in synthetic drug production. As reported in the press, according to Finnish police most amphetamine sold in Finland was produced in Estonian labs. While climate precludes Estonia being a major drug cultivator, Estonian police have detected and destroyed several small-scale cannabis plantations -

demonstrating drug dealers' intentions to start supplying the domestic market locally. Also, the increasing number of Estonian drug traffickers arrested in foreign countries shows Estonian drug traffickers' involvement in the international illegal drug trade. While in 2008 32 Estonian drug traffickers were arrested in foreign countries, 48 Estonian traffickers were arrested abroad in the first nine months of 2009. Seizures of large quantities of narcotic substances by Estonian law enforcement agencies indicate that Estonia is located on a drug transit route in the region but also that Estonian Police, Customs and Border Guards are making special efforts to reign in the illegal drug trade.

15. (U) According to Government of Estonia (GOE) and NGO estimates, there are about 14,000 intravenous drug users (IDUs) in Estonia - about one percent of the population. According to NGOs the economic recession has brought a rapid increase of clients - both new and relapses - who need harm reduction services (REF B). Due to the large number of IDUs, Estonia has the highest per capita growth rate of HIV infections in Europe. As of October 2009, a total of 7,210 cases of HIV have been registered nationwide, 301 of which were registered in 2009, demonstrating that Estonia's infection rate continues to decline.

### ----- III. COUNTRY ACTIONS AGAINST DRUGS -----

16. (U) POLICY INITIATIVES. Estonia's domestic anti-narcotics legal framework is in compliance with international drug conventions and

European Union (EU) narcotics regulations. The final provisions of the Law Amending the Narcotic Drugs and Psychotropic Substances Act that came into force in 2008 brought the domestic law into full compliance with the United Nations (UN) Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances. The GOE continuously upgrades its domestic counter narcotics regulations. In the beginning of 2009, Estonian Customs reported increased mail order sales of synthetical cannabinoids called "Spice" in Estonia and the Ministry of Social Affairs (MOSA) immediately included Spice and other synthetical cannabinoids to the list of narcotic and psychotropic substances and precursors.

17. (U) Estonia's accession to the European Union's Schengen visa convention in 2008 significantly reduced the number of Finnish "drug-tourists" travelling to Estonia to buy psychotropic medicines. Under the new regime, a traveler on narcotic or psychotropic medication within the Schengen zone needs a permit from the state medicine authority indicating the amount of medicine needed during the trip. Additionally, on January 1, 2009, the sale of narcotics such as Subotex in pharmacies was terminated. Subotex had been the most popular drug with finish drug-tourists. These drugs are now made available only for hospital inpatients.

18. (U) In 2009, the GOE continued implementation of its 2007-09 Action Plan based on the National Strategy on Prevention of Drug Dependency for 2004-2012, adopted in 2003. Despite significant state budget cuts, all activities continued in a limited form in all six objectives of the strategy: prevention, treatment and rehabilitation, harm reduction, demand reduction, addressing the problem of drugs in prisons, and overall monitoring and evaluation of the Action Plan.

19. (U) Under Estonia's anti-HIV strategy, the GOE established a governmental committee to coordinate HIV and drug abuse prevention activities in 2006. The committee comprises representatives from the MOSA, Ministry of Education and Research (MOER), Ministries of Defense, Internal Affairs, Justice, and Finance. The committee also includes local governments, the World Health Organization, organizations for people living with HIV/AIDS, and members of the original working groups that drafted the GOE's 2005-2015 anti-HIV/AIDS strategy. The Committee reports directly to the Cabinet on a bi-annual basis.

110. (U) LAW ENFORCEMENT EFFORTS. Combating narcotics is one of the top priorities for Estonian law enforcement agencies. Police, customs and the border guard maintain good cooperation on counternarcotics activities. Currently, about one hundred police

officers work solely on drug issues. Their primary mission is to destroy international drug rings, rather than to catch individual suppliers. In addition to these full time counternarcotics officers, all local constables also process drug-related misdemeanor acts. In 2009 the overall trend in crime remained low in Estonia and a remarkable decline took place in drug related offences: the number of cases of handling of narcotics in small amounts dropped by 58 percent and cases of handling large amounts by 36 percent. The decline is attributed to the increased efforts by Estonian Police to reign in the illegal drug trade.

¶11. (U) In June, after months of investigation, officers of the North Police Prefecture drug squad seized in Tallinn one kilo of threemethylfentanyl (aka China White), a record amount of synthetic heroin confiscated in Estonia. The seizure amounted to an estimated 35,000 doses with a total street value of \$300,000. In addition major seizures from different police operations include: 37.4 kg of amphetamine, 1.5 kg of fentanyl, 9.2 kg of GHB, 8.8 kg of cannabis and cannabis products, 4.6 kg of cocaine and 1.7 kg of Methylenedioxymethamphetamine and its analogues.

¶12. (U) Combating the illicit narcotics trade is also a top priority for the Estonian Tax and Customs Board (ETCB). All customs, investigation, and information officers have received special training in narcotics control, and all customs border points are equipped with rapid drug tests. There are about 100 customs officers working on the Estonian-Russian border (the European Union's easternmost border). Another 150 customs officers work in mobile units all over Estonia. Four customs officers deal with information analysis and 12 officers from the Investigation Department are specialized solely on narcotic-related crimes. There are 18 customs teams with 21 drug sniffing dogs. In March, a drug sniffing dog detected 4.5 kg of narcotic substances (3 kg of

powdered amphetamine and 4867 ecstasy tablets) hidden in the spare wheel of a car boarding a ferry to Helsinki.

¶13. (U) CORRUPTION. Estonia has a low incidence of corruption, receiving high scores on international corruption and economic transparency indices - out-performing all other new EU member states, except for Slovenia, and some of the old EU-15 countries. The GOE does not encourage or facilitate illicit production or distribution of narcotics or psychotropic drugs or the laundering of proceeds from illegal drug transactions. There are no reports of any senior official of the GOE engaging in, encouraging, or facilitating the illicit production or distribution of narcotic substances.

¶14. (U) AGREEMENTS AND TREATIES. Estonia is party to the main international drug control conventions: the UN Single Convention on Narcotic Drugs (1961), the UN Convention on Psychotropic Substances (1971), the UN Convention against Illicit Trafficking in Narcotic Drugs and Psychotropic Substances (1988), and the Council of Europe Convention on Laundering, Search, Seizure, and Confiscation of the Proceeds from Crime (1990). On April 07, 2009, a new extradition treaty between the United States and Estonia came into force, replacing the 1924 agreement. The new agreement is in compliance with agreements previously signed between the EU and the United States as well as with a 2002 decision of the EU Council concerning arrest warrants and transfer procedures. The U.S.-Estonian mutual legal assistance treaty in criminal matters has been in force since ¶2000. Estonia is a party to the UN Convention against Transnational Organized Crime and its three protocols. Estonia's domestic drug legislation is consistent with international laws combating illicit drugs.

¶15. (U) CULTIVATION/PRODUCTION. Estonia's cold climate precludes it from becoming a major drug cultivator. However, the recent destruction of cannabis plantations shows Estonians' involvement in small-scale marijuana production for the domestic market. According to press reports four small plantations - from five plants to 247 plants were destroyed in 2009. Also, in northeastern Estonia small amounts of poppies are grown for domestic consumption. Further, seized precursors at the border indicate that synthetic narcotics production is ongoing in Estonia. According to drug-prevention NGOs, most of the labs are very small and mobile, making them difficult to detect and close. In 2009

police detected four drug labs: three producing GHB and one producing amphetamine. In addition to production for domestic consumption, synthetic drugs produced in Estonia are exported to neighboring countries, including the Nordic countries and northwestern Russia. Although the police know the main route of the contraband, discovery of drugs is difficult because of the busy Tallinn-Helsinki ferry traffic.

¶16. (U) DRUG FLOW/TRANSIT. Estonia's geographic position makes it attractive to drug smugglers. Frequent arrests of drug traffickers and seizures of narcotic substances at the border indicate Estonia's involvement in the international drug trade, but also demonstrate the high performance level of Estonian law enforcement agencies. From January to September 2009, 48 Estonian drug traffickers were arrested around the world, demonstrating Estonians' increasing involvement in the international drug trade (in 2008 total 32 Estonian drug traffickers were arrested abroad).

¶17. (U) DOMESTIC PROGRAMS/DEMAND REDUCTION. In 2009, Estonia continued to implement its 2004-2012 National Strategy on the Prevention of Drug Dependency. Combating the drug trade and reigning in domestic consumption continue to be high priorities for all Estonian law enforcement agencies and for key government ministries. There are more than 60 governmental, non-governmental, and private entities in Estonia working with IDUs to provide services to decrease demand and reduce harm. Currently, there are eight voluntary HIV testing and counseling centers providing services at nine sites. The GOE and local governments fund these centers. A needle exchange program is operational at 36 sites, including 23 field work areas and a number of mobile needle exchange stations in Tallinn and northeast Estonia. Five organizations provide methadone treatment at seven sites in Tallinn and northeast Estonia. A toll-free helpline for drug addicts is operational 24 hours a day. Six organizations that provide drug rehabilitation services in major rehabilitation centers are funded by the GOE and three centers are church-sponsored.

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IV. U.S. POLICY INITIATIVES AND PROGRAMS  
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¶18. (U) In 2009, the U.S. European Command Counter Narcotics Terrorism Division allocated USD \$800,000 to build two helicopter refueling stations in Estonia. The project is in cooperation with the Estonian Border Guard and the Ministry of Internal Affairs and directly contributes to national narcotics control. Construction will be completed in 2010.

¶19. (U) The U.S. Department of Defense (DOD) in cooperation with the Estonian Defense Forces (EDF) continued implementation of the second phase of a project entitled "DOD HIV/AIDS Prevention Program". The aim of the second phase of the project is to generate baseline statistical information on infection rates within the Estonian Military Forces using rapid tests.

¶20. (U) In November, in cooperation with the Nordic Council of Ministers and the MOER, post is hosting an international HIV education conference "The Challenges of Health Education in the Baltic Sea Region" to emphasize the importance of health education and promote cooperation between stake holders on HIV prevention.

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¶V. STATISTICAL TABLES  
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¶21. N/A

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VI. CHEMICAL CONTROL ISSUES  
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¶22. (U) Estonia's principal legislation on chemical controls - the Act on Narcotic and Psychotropic Substances and Precursors (ANPSP) - implements the 1988 UN Drug Convention objectives and is in full compliance with EU legislation on drug precursors. In accordance with the 1961 UN Single Convention on Narcotic Drugs and the 1971 UN Convention on Psychotropic Substance, the ANPSP categorizes

chemical substances into three categories. None of the substances in any of the three categories are produced in Estonia.

¶23. (U) The first specified controlled substance category under the ANPSP includes ephedrine and pseudoephedrine. Under the law, a license is needed to possess, market, import, export, or broker these substances. The Bureau of Import, Export, Narcotic Drugs and Psychotropic Substances of the State Agency of Medicine (SAM) is responsible for chemical control in Estonia. Currently, the SAM has issued one ephedrine handling license to a company which trades ephedrine within the EU. The SAM has not issued any licenses to import or export ephedrine to or from outside the EU. The annual use of ephedrine in Estonia is about six kilograms. The GOE has a pre-export notification procedure even though Estonia does not manufacture medicines that contain ephedrine or pseudoephedrine.

¶24. (U) Potassium permanganate and acetic anhydride are included in the ANPSP's second category of controlled substances. Annual use in Estonia for both substances is less than one hundred kilos. In order to handle, market, import, or export potassium permanganate and acetic anhydride, the producing and marketing venue must be registered with the SAM. In order to export potassium permanganate and acetic anhydride, an export license and a pre-export notification are required. Neither potassium permanganate nor acetic anhydride is produced in Estonia, and the SAM has not issued any licenses to export these substances to third countries. The third category of drugs under the ANPSP is not relevant to this report.  
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